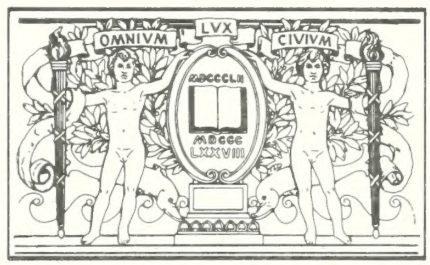
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ORGANIZATION AND STAFF FOR BOSTON'S BUDGET DEPARTMENT

Boston Municipal Research Bureau

25 Pemberton Square

Boston 8, Massachusetts

June 1950

I

INTRODUCTION

In his inaugural address of January 2, 1950, the Mayor announced a plan for reorganizing the Budget Department "to bring about a higher degree of working efficiency in the internal operations of our city government." He went on to say that the Budget Department would be organized into 3 divisions to carry on the following general activities: personnel records, transactions, and training; budget examination; and administrative analysis.

The Research Bureau recognized in this statement of policy a determination to convert the Budget Department from a perfunctory and bookkeeping-type of budget organization into an adequately and professionally-staffed agency with a well-balanced program of budgetary review and control, and management analysis. On February 14 of this year, Research Bureau representatives held a meeting with members of the Mayor's Executive Committee on Administration to discuss ways in which the Bureau might help the Committee in its work. As a result of this conference, the Bureau agreed to undertake an organization and staffing study of the Budget Department to serve as a guide to the Budget Commissioner in carrying out the Mayor's policy.

Research Bureau staff analyzed the Department's organization, activities and personnel facilities; reviewed the structure, functions, personnel standards, financial support, and operating experiences of well-developed budget agencies in other municipal and state governments; and prepared the plan of organization, activities and personnel requirements for a revitalized Budget Department as outlined in this report.

The Research Bureau realizes the practical difficulties in the way of translating recommendations into successful performance. We appreciate also that the dual role of the new Budget Department - staff agency to the Mayor and service agency to the operating departments - may lead to an initial period of friction and misunderstanding. With the continuing Mayoral backing on the one hand, plus a proper awareness of the need for treading carefully, the Budget Department should be able to win the respect and confidence of the operating departments.

We thank City Auditor, Charles J. Fox, for his active interest in the project and are obliged to Budget Commissioner, John A. Sullivan, and to Mr. Frank Souza for both cheerful cooperation and helpful guidance.

II

OBSTACLES TO AN EFFECTIVE BUDGET DEPARTMENT

There are 2 basic reasons why the Budget Department has not carried on the comprehensive and vital budget program that is found in progressive budget agencies of certain other cities. In the first place, Boston's Mayors have looked upon the Budget Department as little more than an adjunct office, seasonally convenient for collecting the budget estimates of the various City and County departments and for compiling them into a single document. They have failed to see the value of the Budget Department as a means for planning, supervising, and controlling a broad-gauge budget and management-improvement program through year-round analysis of budget requirements and through continuous study of departmental management and operations.

The Mayoral attitude toward the Budget Department has been reflected in the fact that the Department is staffed disproportionately by clerks. As long as the Department's role seemed to be no more than that of compiling and adding figures, there was little room for professional budget examiners and analysts. The change from a clerical to a professional character was hampered by the fact that a majority of Budget Department clerks were frozen into civil service status by an act of 1945. The result has been that the mammoth job of budget review and analysis, requiring day-to-day field work and close contact with departmental operations, is borne for the most part by the Budget Commissioner and his Executive Clerk.

A second obstacle to the development of a strong budget agency in Boston is the narrow scope that the statutes and ordinances give to budgeting. Nothing in the legal basis for budgeting, for example, authorizes the Budget Department to investigate and survey departmental organization and management. Nor has the Budget Department the express authority to control the spending of appropriations after approval by City Council.

Although the Budget Department has become the Mayor's central control agency over personnel authorizations and changes, this personnel function likewise rests merely on the Mayor's legal right to approve increases in compensation or increases in the number of departmental employees. Other aspects of personnel controls - requests for leave-of-absences, for example, while delegated to the Budget Department by practice - have no legal basis. Moreover, the huge gap in the City's personnel program that lies between the activities of the State Division of Civil Service on behalf of municipalities - recruitment, examination, and some classification - and the "control" aspects of personnel now handled by the Budget Department in conjunction with its budget duties is vested in no central agency. Important personnel work like in-service training, employee orientation, personnel manuals, wage surveys, etc., is neither handled by the State Division of Civil Service nor provided for as functions of the Budget Department through legal directive. The result is that the City's personnel program is inadequate.

III

PRESENT ORGANIZATION AND ACTIVITIES

Since there is no official divisional grouping within the Budget Department, the organization-personnel chart below merely shows the positions in the Department by title and salary range in a single organization unit. The listing includes the 2 Clerks recently transferred to the Budget Department from the Auditing and Treasury Departments for the purpose of making a start toward real budget examination and review.

BUDGET COMMISSIONER
$7500

	Executive Clerk	$4700 - $5800
	Clerk *	3700 - 4300
2	Clerk	4200
	Chief Clerk	3300 - 4200
	Stenographer	3200 - 3800
	Clerk [a]	3100 - 3700
2	Principal Clerk	2800 - 3700
	Senior Clerk	2400 - 3200
4	Clerk	1700 - 2800
15		

* Vacant
a Assigned to Mayor's Office; still on Budget Department payroll.

ORGANIZATION-PERSONNEL CHART OF BUDGET DEPARTMENT
June 1950

Checking and approving the various personnel requests from the departments, together with the related task of keeping the personnel record system current, occupies most of the time of the majority of employees in the Budget Department. From the point of view of total manhours expended, this is the Department's major activity. The other main function - review of budget requests and preparation of the budget document - because of the limited scope given to the budget process, is seasonal.

Personnel Activity

All of the clerical personnel in the Budget Department participate in processing the personnel forms and transactions that pass through that office. Requests for personnel changes - appointments, promotions, adjustments in compensation, reinstatements, transfers, leaves-of-absence, etc., come first to the Executive Clerk and are routed thereafter to the clerk most familiar with the department or agency concerned. They are checked as to quota, existence of a vacancy, title, salary range, sufficiency of funds, etc. and the information is recorded on existing or

new forms. The Executive Clerk and Chief Clerk supervise both the processing of personnel requests from City and County Departments and the personnel record files. Completed forms are reviewed by the Executive Clerk and are signed by the Budget Commissioner.

Under an act of 1930, now sections 48 through 56, Chapter 35 of the General Laws, the Budget Commissioner has the duty of preparing classification and pay plans and rules for administering the plans for the employees of Suffolk County. The provisions of these sections also require him to keep an official roster of all County employees so covered plus other relevant personnel information.

The Budget Commissioner has been designated as the Mayor's representative in approving departmental requests for overtime services under the 40-hour law. Payments for overtime cannot be made until the City Auditor receives notice of the Budget Commissioner's approval.

During the budget season clerical personnel spend part of their time preparing the estimate forms and later reviewing the personal services estimate sheets for accuracy and completeness. After passage of the appropriation orders by City Council, the clerks record the step-rate increases provided for in the appropriations and make the necessary changes in the employee records.

Peaks in work load for the clerical staff come during the fall months and continue right up to the time the budget goes to City Council and during the month following its approval. During these periods personnel requests are not processed as quickly as at other times of the year. Exceptional work loads arise also when a general salary increase requires adjustment of every employee's personnel record.

The Stenographer and Senior Clerk spend part of their day in correspondence and special stenographic work for the Budget Commissioner.

Budget Activity

The Budget Commissioner and Executive Clerk handle the review and analysis of departmental budgets. Conceivably 2 men can do little or no field work and little detailed analysis of the operations of the many City and County agencies. They hold conferences with department heads and their representatives, keep in close touch with the Mayor on matters of general budget policy, revise the estimates with the approval of the Mayor, and prepare the budget message, summaries, and detailed budget document. The Budget Commissioner and Executive Clerk also sit in with the City Council Committee on Appropriations when it reviews the Mayor's budget. Having littl factual and cost justification data available, the Committee must depend on the Budget Commissioner for information to supplement the oral testimony of departmental representatives.

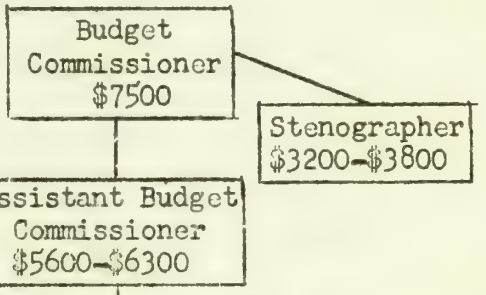
After passage of the annual budget, and before declaration of the tax rate by the Board of Assessors, the Budget Commissioner, with the assistance of his Executive Clerk, reviews departmental requests for supplementary appropriations and makes recommendations to the Mayor. He also analyzes requests for transfers of appropriations and makes pertinent recommendations to the Mayor.

Recently the Budget Department has begun a new activity in the field of budget control. The newly-transferred Clerks have been assigned the job of reviewing departmental requisitions for equipment to ensure that the items ordered comply with the items budgeted.

RECOMMENDED ORGANIZATION AND ACTIVITIES

Two Divisions: Analysis and Personnel

In his inaugural address the Mayor indicated that the Budget Department would be organized into 3 divisions, as mentioned in the introduction of this report. The Research Bureau recommends that a tri-divisional arrangement for the Budgeting Department be the ultimate organizational goal and that for immediate purposes, only 2 divisions be set up: a Division of Analysis and a Division of Personnel. The functional-organization-personnel chart below summarizes the recommendations of the Research Bureau for the organization, major activities, positions and salary ranges of the Budget Department.



Division of Analysis

3	Senior Budget Examiner	$4700 - $5500
1	Senior Admin. Analyst	4700 - 5500
1	Engineer-Examiner	4700 - 5500
3	Budget Examiner	4000 - 4600
1	Administrative Analyst	4000 - 4600
1	Senior Clerk	2400 - 3200
1	Clerk	1700 - 2800
11		

Examine budget requests and recommend revisions.

Supervise and control spending of appropriations by: (1) pre-audit of major requisitions to ensure conformance with budget (2) approval of allotments and allotment changes (3) review of requests for transfer of appropriations (4) review of departmental fiscal and work reports.

Survey and investigate organization, operations, and methods of departments in the promotion of economy and efficiency.

Study fiscal and administrative implications of legislation.

Advise and guide departments in studies for better management.

Division of Personnel

	Personnel Officer	$4700 - $5500
	Chief Clerk	3300 - 4200
	Clerk	3100 - 3700
2	Principal Clerk	2800 - 3700
3	Clerk	1700 - 2800
8		

Process personnel transactions.

Administer City and County classification and pay plans.

Make wage and salary surveys.

Advise and guide departments in setting up training programs.

Review personnel policy affecting hours of work, vacations, sick leave, and other working conditions.

Aid Division of Analysis in budget examination by reviewing personal services items.

Total Personnel - 22

RECOMMENDED FUNCTIONAL-ORGANIZATION-PERSONNEL CHART

The suggestion that the Budget Department be organized into 2 rather than 3 divisions and that the budget examination and administrative analysis activities be combined in a single division is made in light of what should be the number-one objective of an expanded Budget Department in Boston and of the staffing problems that will accompany the reorganization. The emphasis of the new Budget Department, for a few years at least, should be on year-round review of budget requests and on daily study of the operations which furnish the basis for determining budgetary requirements. The task of developing a competent staff of budget examiners to work on assigned groups of departments will not be an easy one. To build up the confidence of line departments in the work of the budget examiners and to get the examiners "soaked up" in departmental organization, operations and methods so that they may intelligently engage in budget analysis will in themselves be long steps forward.

Provision is made, however, for 2 administrative analysts. These men could begin a modest program of management improvement and would form the nucleus for the ultimate division of administrative analysis. Budget examiners, because of year-round activity in preparation and administration of the budget, have little time for detailed examination of special organizational and management problems. Such work would be left to administrative analysts. Typical jobs for these analysts would be: organization surveys, preparation of procedure manuals, work simplification studies, space lay-out surveys, surveys of machines and equipment, forms analysis, and surveys of communication systems.

Another justification for not recommending a separate division of administrative analysis is the real dearth of experienced personnel in this field. While it will take wide-enough searching to get top-flight budget examiners at the prescribed salaries, it will be even harder to get administrative analysts. Just last year even New York City had difficulty recruiting Methods Analysts for its newly-established Analysis Division in the Bureau of the Budget.

A final reason for the suggested divisional arrangement is the experience of some budget agencies elsewhere with separate units for budget review and for administrative analysis or organization and methods work. These budget agencies found that distinct divisions tended to isolate budget examiners from administrative analysts and to throw organizational obstacles in the way of needed teamwork. A single Division of Analysis in the Budget Department would make for a desirable flexibility of organization and would prevent over-specialization of personnel in the newly-expanded agency.

Suggested Revisions in Legal Basis

Activities recommended for each division are listed in general terms in the chart on the preceding page. To give proper legal standing to the new status and expanded functions of the Budget Department, Sections 3 and 3B of Chapter 486, Acts of 1909, should be amended. Changes recommended by the Research Bureau (See Appendix A) would give the Budget Commissioner explicit legal status as the Mayor's assistant in budget preparation and would add the following activities to the Budget Department's present work: (1) investigation and survey of the organization, activities, procedures, and methods of City and County agencies for the purpose of recommending to the Mayor changes designed to promote efficient and economical administration and (2) administration of the budget after passage by City Council. Should

the Budget Commissioner be given definite authority to administer the budget after passage, he would be able to supervise the spending of appropriations through the standard control systems recommended as activities for the Division of Analysis in the preceding chart. The proposed amendment also makes changes in the control over transfers of appropriations along the lines suggested by the recent Griffenhagen and Associates report and in accord with the law covering other cities in the Commonwealth. The amendment gives specific power to the Budget Commissioner, subject to approval of the Mayor, to recommend transfers of appropriations and puts final approval over all transfers in the hands of City Council. (A majority vote of the Council is necessary for approval of intradepartmental transfers and a two-thirds vote of the whole body for approval of interdepartmental transfers.)

An amendment of Chapter 8 of the Revised Ordinances of 1947 would be necessary to make the Budget Commissioner the City's director of personnel, to spell out the wider personnel activities of the Budget Department, and to provide for the appointment of an Assistant Budget Commissioner. A draft of this amendment may be found in Appendix B.

Staffing Changes

The reorganization, as outlined, provides for the addition of the following professional staff: an Assistant Budget Commissioner, 3 Senior Budget Examiners, an Engineer-Examiner, a Senior Administrative Analyst, 3 Budget Examiners, an Administrative Analyst, and a Personnel Officer. While it will take some time under the reorganized set-up to determine the exact number of examiners and analysts necessary to carry out the Department's new functions, 9 examiners and analysts, plus the Assistant Budget Commissioner, should be adequate for the present at least. Budget review and execution might be distributed to examiners along major functional lines, specific assignments depending, of course, on the background of the individual examiner. Each Senior Budget Examiner and the Assistant Budget Commissioner might handle a single major function such as public safety, public welfare, health and hospitals, and parks and recreation. Because of special background, the Engineer-Examiner might handle the analysis of requests of agencies concerned with highways, public service enterprises, and sanitation; he would review all requests for general repairs and for special appropriations entailing construction. It would also be the function of the Engineer-Examiner to cooperate with the City Planning Board in the preparation of the capital budget.

The 3 Budget Examiners could handle minor agencies and assist in reviewing requests of large departments. Services of the 2 Administrative Analysts should be diverted to budget examination work during the busy budget season.

As indicated in the suggested class specifications (Appendix C), the Assistant Budget Commissioner would be the head of the Division of Analysis. He should have time enough to spare from his other duties - aiding the Commissioner and serving in his absence - to supervise his own Division.

It is recommended that a Personnel Officer be put in charge of the Division of Personnel. With a technical background in classification, wage and salary administration, and other personnel activities, he could give this Division the leadership necessary to develop a modern personnel program. Suggested duties and qualifications for this and for all other new positions appear in Appendix C.

Personal services for the Budget Department, including full-year salaries for the 2 recently-transferred Clerks, total $53,600 for 1950. The additional staff projected for the Budget Department, plus existing staff at 1950 step-rates, would bring the cost of personal services up to $89,800.

	Commissioner	$7,500
	Assistant Budget Commissioner	5,600
3	Senior Budget Examiner @4700	14,100
	Senior Administrative Analyst	4,700
	Engineer-Examiner	4,700
	Personnel Officer	4,700
2	Budget Examiner (present Clerks @4200)	8,400
	Budget Examiner	4,000
	Administrative Analyst	4,000
	Chief Clerk	4,100
	Stenographer	3,700
	Principal Clerk	3,700
	Clerk*	3,600
	Principal Clerk	3,500
	Senior Clerk	3,000
	Clerk	2,800
	Clerk	2,700
2	Clerk @ 2500	5,000
	Total	$89,800

* In Mayor's Office

This is based on the assumption that the 2 recently-transferred Clerks will be reclassified as Budget Examiners and will be placed at the second step for the salary assigned to that position.

To provide clerical service for the work of the Division of Analysis, the Senior Clerk, who now handles a great deal of the Department's correspondence, and one Clerk are assigned to this Division. Two Clerks should be sufficient to handle the stenographic and report work of the budget examiners and analysts. The Stenographer who now acts as personal secretary to the Budget Commissioner, is attached definitely to his office.

The reorganization of the Budget Department proposed here makes no provision for the position of Executive Clerk. It omits also the presently-vacant position of one Clerk ($3700-$4300). It is understood that both positions would be continued vacant but would be abolished whenever practicable.

All other clerical positions are left in the Division of Personnel. On the basis of present work the Division has more clerks than it needs. This observation is confirmed by the Griffenhagen and Associates Report on Financial Administration. If the expanded personnel program brings an appreciable increase in the clerical workload of the Division of Personnel, the whole present staff might be needed. The ultimate size of the clerical staff should be determined after a period of experience under the reorganized Division.

For Special Emphasis

The success of the Budget Department will depend largely on the quality of its new professional staff. Good examiners and analysts must have imagination, analytical insight, good judgement, and adequate training in both principles and practices of public administration. There has been a tendency in some cities to select examiners from the ranks of accountants. It is a real question whether the accountant's specialized training fits him for the evaluation of programs and activities. The ideal requisites have been recognized in the suggested class specifications for examiner and analyst positions listed in Appendix C.

Examiners and analysts will need more than just technical competence. These positions are largely "relationship" jobs which demand a special facility for gaining acceptance of a point of view or for getting agreement on a solution. In addition to improving top-level budgeting, they will have the even more difficult task of getting people in the departments to do a better budget and management job.

ADDENDUM

Appendix D summarizes the organization, staff and functions for budget agencies in Detroit, Los Angeles, New York City and New York State. While it would be too much to say that these organizations are exactly representative, they are described briefly in this report both to show what progress is being made elsewhere and to indicate the range of possible variations in budget-making.

APPENDIX A

Section 1. Chapter 486 of the acts of 1909 is hereby amended by adding at the end of Section 3, as most recently amended by chapter 604 of the acts of 1941, the following new paragraph:

The budget commissioner shall assist the mayor in the preparation of the annual budget and in the preparation of any supplementary budgets, as set forth elsewhere in this section. For the purpose of recommending to the mayor changes designed to promote efficient and economical administration of city and county affairs the commissioner shall have the power and it shall be his duty to make detailed studies of the organization, activities, procedures and methods of city and county departments. He shall have access to any departmental books, records, documents or papers relating to his surveys and investigations.

Section 2. Said chapter 486 of the acts of 1909 is hereby further amended by striking out section 33 and inserting in place thereof the following new section:

After an appropriation has been duly made by the city of Boston for any specific purpose, or for the needs and expenditures of any city department or county office, the budget commissioner, under direction of the mayor, shall supervise and control expenditures thereunder. After written recommendation of the budget commissioner, as approved by the mayor, the city council may, by majority vote, transfer any amount thus appropriated, other than for personal service, for the use of a department, division or county office to another appropriation for the same department but no transfer shall be made of any amount appropriated for the use of any department, division or county office to the appropriation for any other department except by a yea and nay vote of two-thirds of all the members of the city council on written recommendation of the budget commissioner, as approved by the mayor.

APPENDIX B

Be it ordained by the City Council of Boston, as follows:

Chapter 8 of the Revised Ordinances is hereby amended by inserting after section one the following new sections:

Section 2. The commissioner shall act as the director of personnel for the City and shall supervise all personnel matters affecting quotas, appointments, promotions, transfers, leaves-of-absence, reinstatements, classification, overtime, employee records, salaries and wages, and all other personnel activities not under the jurisdiction of the State Division of Civil Service.

Section 3. The commissioner may appoint, subject to the approval of the mayor, an assistant budget commissioner, who shall be sworn to the faithful discharge of his duties and shall hold office until his successor is appointed and qualified. The assistant budget commissioner shall perform such duties as may be assigned to him from time to time by the budget commissioner. If, by reason of illness, absence, or other cause, the commissioner be temporarily unable to perform the duties of his office, the assistant budget commissioner shall perform the same until such disability ceases.

APPENDIX C

TITLE: BUDGET COMMISSIONER

STATEMENT OF DUTIES: Under administrative direction, to be responsible for the analysis and compilation of the annual budget of the City and County; to supervise and control the administration of the budget; to plan and coordinate surveys of the organization, activities, procedures and methods of the various City and County departments for the purpose of recommending changes that will promote efficiency and economy; to supervise and control the processing of departmental requests for personnel appointments, promotions, transfers, leaves of absence, reinstatements, classification, overtime and other personnel matters not under the jurisdiction of the State Division of Civil Service; and to perform related work as required.

EXAMPLES OF WORK: Subject to general policies established by the chief executive:

Directs studies of the operations, methods, expenditures and budget requests of City and County departments for the purpose of determining appropriation requirements;

Acts in an advisory capacity to City Council during consideration of the budget;

Keeps constant check on the spending of appropriations by review of financial and operating reports submitted by departments and by consultation with examiners assigned to the various departments;

Recommends action to the Mayor regarding transfers of funds, requests for additional personnel, the cost of impending legislation, and other matters that might affect the budget;

Directs the making of special studies regarding finances, personnel, departmental organization and other fiscal and administrative problems.

DESIRABLE QUALIFICATIONS: Extended experience in public or business administration with particular reference to finance, organization and methods; considerable familiarity with the operational and fiscal problems of a large municipal government; investigative and analytical ability in making recommendations on complex financial and administrative problems; tact; ability to deal with high-level departmental officers and staff officials in solving administrative and fiscal problems.

TITLE: ASSISTANT BUDGET COMMISSIONER

STATEMENT OF DUTIES: Under general direction, to aid the Budget Commissioner in planning, coordinating, and directing the various activities of the Budget Department; to assume the responsibility for the work of the Budget Department in the absence of the Budget Commissioner; to supervise and direct the activities of the Division of Analysis; and to perform related work as required.

EXAMPLES OF WORK: Subject to budget policy established by the Mayor and to rules and regulations on procedure laid down by the Budget Commissioner:

Plans and schedules budgetary procedure; assigns budget staff to examining and analysis work; reviews techniques and methods used in investigations and analyses by budget staff; coordinates activities of examiners and analysts through conferences and reports; reviews reports, memoranda and other materials prepared by staff;

Supervises preparation of the budget; participates in budget conferences with the Budget Commissioner and the Mayor and with City Council Committee on Appropriations; assists Budget Commissioner in preparing approvals or disapprovals of appropriation transfers; advises on the installation of improved organization, procedures and methods;

Acts as liaison officer with other financial departments in compiling data needed in analyses;

Handles the more routine but official correspondence of the Budget Department;

Acts as Budget Commissioner in his absence.

DESIRABLE QUALIFICATIONS: Considerable experience in public or business administration; thorough knowledge of principles, techniques and practices of modern municipal management; ability to aid in the development, coordination, and direction of a balanced program of budget preparation, budget administration, and administrative analysis; ability to prepare and present reports, recommendations, and advice in a logical and convincing way; tact; personability; ability to deal effectively with people and groups.

CLASS TITLE: SENIOR BUDGET EXAMINER

STATEMENT OF DUTIES: Under general supervision, to perform difficult and responsible technical work in the analysis of budget requests of major City and County departments or of groups of smaller agencies with related functions; to supervise analyses of departments of lesser importance and complexity by budget examiners and administrative analysts; to prepare comprehensive reports and recommendations on fiscal, organizational, procedural or operating problems of major importance; and to perform related work as required.

EXAMPLES OF WORK: Subject to general and specific assignments from the Assistant Budget Commissioner and with considerable discretion in developing the details and in preparing the recommendations:

Individually, or with other budget examiners and administrative analysts, evaluates budget requests of major departments or of groups of minor agencies; compiles statements of costs and expenditures; obtains facts on organization, programs, work distribution, work flow, unit costs, personnel requirements etc. for purposes of budget analysis; prepares budget tabulations, schedules, statistical analyses, expenditure and cost statements;

Analyzes the information collected in investigations and surveys; confers with department heads and budget officers relative to budget requests; makes recommendations to Assistant Budget Commissioner on budget requirements of departments analyzed and indicates desirable revisions;

Assists in major organization, procedures, and method surveys; investigates requests for transfers of appropriations or for supplementary appropriations; analyzes financial and work reports from departments in administration of the budget;

Points out and describes to administrative analysts any organizational and procedural problems requiring extended study.

DESIRABLE QUALIFICATIONS: Reasonable experience in public or business administration; good knowledge of principles, practices and forms of budgeting, management analysis, and research methods; ability to supervise groups of budget examiners and administrative analysts in analyzing budget requests and organizational and operational problems; skill in planning and developing surveys; curiosity; initiative; tact; ability to deal effectively with people and groups.

CLASS TITLE: SENIOR ADMINISTRATIVE ANALYST

STATEMENT OF DUTIES: Under general supervision, to perform difficult and responsible work in the investigation and analysis of organizational, procedural, and operating problems of major importance and complexity and to prepare comprehensive reports and recommendations from such surveys; to supervise administrative analysts and budget examiners participating in investigations for which senior administrative analyst is responsible; and to perform related work as required.

EXAMPLES OF WORK: Subject to general and specific assignments from Assistant Budget Commissioner and with considerable discretion in developing the details and in preparing the recommendations:

Individually, or with other administrative analysts and budget examiners, makes studies of departmental organization, procedures and methods; prepares procedures and operational manuals; makes space-layout surveys; investigates the utilization of machines and equipment; analyzes the use of forms and records; participates in wage and salary surveys; studies office communication systems; and aids departments in ways that may improve internal organization and management;

Analyzes the information collected in investigations and surveys; confers with departmental officials and budget examiners assigned to specific departments relative to the investigations; makes recommendations and reports to Assistant Budget Commissioner on basis of the facts gathered;

Assists budget examiners in evaluation of budget requests during the budget season.

DESIRABLE QUALIFICATIONS: Reasonable experience in public or business administration; good knowledge of principles, practices and forms of budgeting, management analysis, and research methods; ability to supervise groups of administrative analysts and budget examiners in analyzing organizational and operational problems and budget requests; skill in planning and developing surveys; curiosity; initiative; tact; ability to deal effectively with people and groups.

CLASS TITLE: ENGINEER-EXAMINER

STATEMENT OF DUTIES: Under general supervision, to perform difficult and responsible technical work in the analysis of budget requests for special improvements and capital outlays and of departments carrying on highway, sanitation and public service enterprise activities; to assist the City Planning Board in review of departmental proposals for the capital budget and in incorporating each year's recommended capital budget program into the annual budget; to review departmental requests for loan orders authorizing improvements and to report and make recommendations to the Assistant Budget Commissioner on such requests; and to perform related work as required.

EXAMPLES OF WORK: Subject to general and specific assignments from Assistant Budget Commissioner and with considerable discretion in developing the details and in preparing the recommendations:

Evaluates budget requests of City and County departments for construction of new buildings, repair of existing buildings, construction and repair of streets and bridges, and purchase of major machinery and equipment;

Evaluates budget requests of departments concerned with public works, traffic, sanitation, and miscellaneous public service enterprises;

Acts as Budget Department liaison officer with City Planning Board and assists City Planning Board in reviewing departmental proposals for the capital budget program;

Reviews requests for capital expenditures to be incorporated into the annual budget and makes recommendations to Assistant Budget Commissioner on such requests;

Reviews departmental requests for loan orders and for down-payments involved in the financing of capital outlays; makes recommendations to Assistant Budget Commissioner on such requests;

Makes special surveys and investigations on organization, procedures, and methods of assigned departments and agencies.

DESIRABLE QUALIFICATIONS: Reasonable experience in public works administration and in the administration of related activities; good knowledge of principles and practices of engineering, public works and sanitation; familiarity with techniques of budgeting, especially capital budgeting, and with the problems of public works activities; skill in planning and developing surveys; curiosity; initiative; tact; ability to deal effectively with people and groups.

CLASS TITLE: BUDGET EXAMINER

STATEMENT OF DUTIES: Under general supervision, to perform technical work in the analysis of budget requests of minor City and County agencies or to assist budget examiners and administrative analysts of higher grade in analysis of budget requests of major City and County departments or of several smaller agencies having related functions; to prepare reports and recommendations on administrative, fiscal, organizational, procedural and operating problems; and to perform related work as required.

EXAMPLES OF WORK: Subject to specific work assignments, with work or reports subject to review before and after completion, but with responsibility for details when guides have been established:

Individually, or with other budget examiners and administrative analysts, evaluates and assists in evaluating budget requests; compiles statements of costs and expenditures; obtains facts on organization, program, work distribution, work flow, methods, unit costs, personnel requirements, etc. for purposes of budget analysis; prepares budget tabulations, schedules, statistical analyses, expenditure and cost statements;

Analyzes or assists in analyzing the information collected in investigations and surveys; confers with department heads and budget officers relative to budget requests; makes recommendations to Assistant Budget Commissioner or to budget examiners of higher grade on budgetary requirements of departments analyzed and indicates desirable revisions;

Assists in the investigation of requests for transfers of appropriations or for supplementary appropriations; assists in the analysis of financial and work reports from departments in administration of the budget;

Assists in major organization, procedures, and methods surveys;

Points out and describes to administrative analysts any organizational and procedural problems requiring extended study.

DESIRABLE QUALIFICATIONS: Some experience in public or business administration; reasonable knowledge of principles, practices and forms of budgeting, management analysis, and research methods; reasonable skill in conducting investigations, interpreting data, and preparing reports; curiosity; initiative; thoroughness; and tact.

CLASS TITLE: ADMINISTRATIVE ANALYST

STATEMENT OF DUTIES: Under general supervision, to perform technical work in the investigation and analysis of organizational, procedural, and operating problems or to assist administrative analysts and budget examiners of higher grade in such surveys; to prepare reports and recommendations from surveys or to assist in preparing such reports and recommendations; and to perform related work as required.

EXAMPLES OF WORK: Subject to specific work assignments, with work or reports subject to review before and after completion, but with responsibility for details when guides have been established:

Individually, or with other administrative analysts and budget examiners, makes studies of departmental organization, procedures and methods; prepares procedural and operational manuals; makes space-layout surveys; investigates the utilization of machines and equipment; analyzes the use of forms and records participates in wage and salary survey; studies office communications systems; and aids departments in ways that may improve internal organization and management.

Assists in analyzing the information collected in investigations and surveys; confers with departmental officials and budget examiners assigned to specific departments relative to the investigations; makes recommendations and reports to administrative analysts of higher grade.

Assists budget examiners in evaluation of budget requests during the budget season.

DESIRABLE QUALIFICATIONS: Some experience in public or business administration; reasonable knowledge of principles, practices, and forms of budgeting, management analysis, and research methods; reasonable skill in conducting investigations, interpreting data, and preparing reports; curiosity; initiative; thoroughness; and tact.

CLASS TITLE: PERSONNEL OFFICER

STATEMENT OF DUTIES: Under general supervision, to direct the activities of the Division of Personnel; to aid the Budget Commissioner in recommending personnel policy; to supervise the processing of all personnel transactions for City and County departments; to act as the City's liaison officer with the State Division of Civil Service; to maintain the position-classification plans for the City and County; to direct wage and salary surveys; to provide standards and assistance in the establishment of departmental training programs; and to perform related work as required.

EXAMPLES OF WORK: Subject to personnel policy established by the Mayor and to rules and regulations on procedure laid down by the Budget Commissioner:

Assigns staff to the processing of departmental requests for personnel appointments, reinstatements, promotions, transfers, leaves of absence, classification, reclassifications, overtime, and other personnel matters within the jurisdiction of the City and County;

Aids budget examiners in analysis of budget requests for personal services;

Prepares class descriptions for new classes of positions, allocates new positions to existing classes, and carries on all activities affecting the administration of the City and County position-classification plans;

Supervises both "spot" and comprehensive wage and salary surveys;

Prepares manuals covering statutes, ordinances and regulations on personnel matters;

Assists departments in setting up in-service training, interneships, supervisory training programs and miscellaneous training programs;

Supervises the maintaining of the personnel and employment records of City and County employees.

DESIRABLE QUALIFICATIONS: Considerable experience in public or private personnel administration; thorough knowledge of state law and rules on civil service and personnel; considerable familiarity with the principles and practices of modern personnel administration; ability to develop, coordinate, and direct a balanced personnel program; ability to prepare and present reports, recommendations, and advice in a logical and convincing way; tact; personability; ability to deal effectively with people and groups.

APPENDIX D

Budget Bureau, Detroit, Michigan

Division of City Controller's Department

Appropriations for Budget Bureau, 1950-51:

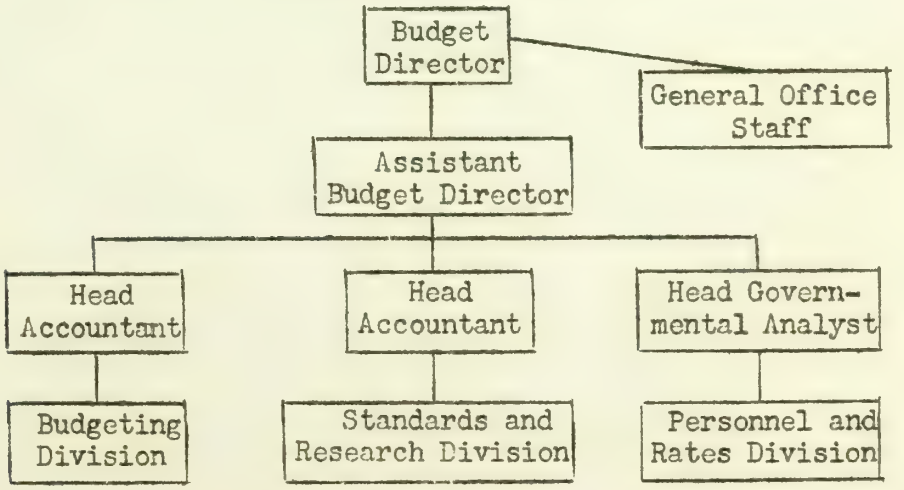
Salaries	$126,639
Office Supplies and Expense	250
Meals-Overtime	300
Printing	10,500
Private Car Rented	75
	$137,764

Gross appropriations for Detroit, 1950-51, exclusive of schools - $239,157,000. Thus, about 60 cents is appropriated to the Budget Bureau for every $1000 appropriated by the City.

Staff:

	Budget Director	$10,011 - $11,271
	Assistant Budget Director	8,551 - 9,271
2	Head Accountant	6,947 - 7,571
1	Head Governmental Analyst	6,947 - 7,571
6	Senior Accountant	5,130 - 5,847
4	Senior Governmental Analyst	5,130 - 5,847
2	Intermediate Governmental Analyst	3,988 - 4,702
1	Junior Accountant	3,232 - 3,670
1	Junior Governmental Analyst	3,232 - 3,670
1	Principal Clerk	3,774 - 4,410
1	Senior Stenographer	3,166 - 3,511
1	Stenographer	2,806 - 2,938
22		

ORGANIZATION CHART



Functions of each division:

Budgeting Division -

1. Examines budget requests.
2. Approves departmental purchase requisitions prior to call for bids.
3. Approves filling of vacancies, promotions, reinstatements, and payroll changes.
4. Approves allotments and allotment adjustments.
5. Studies departmental operations, organization and activities between budget periods.

Standards and Research Division -

1. Studies business and price trends.
2. Estimates revenue yields.
3. Studies proposals for new taxes and financial legislation.
4. Studies effects of state and county budgets on city finances.
5. Checks budget for accuracy during period of budget preparation.
6. Makes major surveys of departmental organization, personnel utilization, work loads, policy, programs and property.

Personnel and Rates Division -

1. Studies department requests for changes in rates of pay.
2. Recommends rates of pay to Common Council.
3. Studies hours of work, vacations, and sick leave policies.
4. Makes annual survey of prevailing rates of pay in Detroit area.
5. Reviews personnel changes after approval by budget examiners.

General Office Staff -

1. Processes budget through printers.
2. Makes various budget summaries.
3. Maintains records of personnel changes.
4. Does general clerical work.

Bureau of Budget and Efficiency, Los Angeles, California

Appropriations for Bureau of Budget and Efficiency, 1949-50:

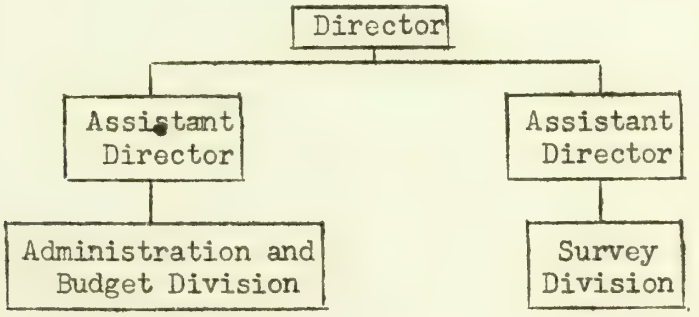
Salaries -	$187,148
Expense -	6,805
Equipment -	100
	$194,053

Gross Appropriations for Los Angeles, 1949-50 - $89,957,085.
Thus, about $2.00 is appropriated for the Bureau of Budget and Efficiency for every $1000 appropriated by the City.

Staff:

1	Director of Bureau of Budget and Efficiency	$9,564 - $11,904
2	Assistant Director of Bureau of Budget and Efficiency	8,580 - 10,668
2	Principal Administrative Analyst	7,296 - 9,060
5	Senior Administrative Analyst	6,192 - 7,692
6	Administrative Analyst	5,282 - 6,540
5	Junior Administrative Analyst	4,500 - 5,568
1	Junior Administrative Analyst (½time)	4,500 - 5,568
2	Administrative Analyst Aide	3,636 - 4,500
4	Administrative Analyst Trainee (½time)	$90 per month
1	Principal Clerk	3,276 - 4,044
3	Senior Clerk Stenographer	2,652 - 3,276
4	Intermediate Clerk Stenographer	2,400 - 2,952
36		

ORGANIZATION CHART



Functions of each division:

Administration and Budget Division -

1. Prepares annual budget.
2. Makes investigations and recommendation on administrative and budgetary matters.

Survey Division -

1. Makes major investigations of the organization and activities of city departments.
2. Conducts annual salary survey and makes recommendations thereon.
3. Makes special studies and reports as requested.

Bureau of the Budget, New York City, N. Y.

Appropriations for Bureau of the Budget, 1949-50:

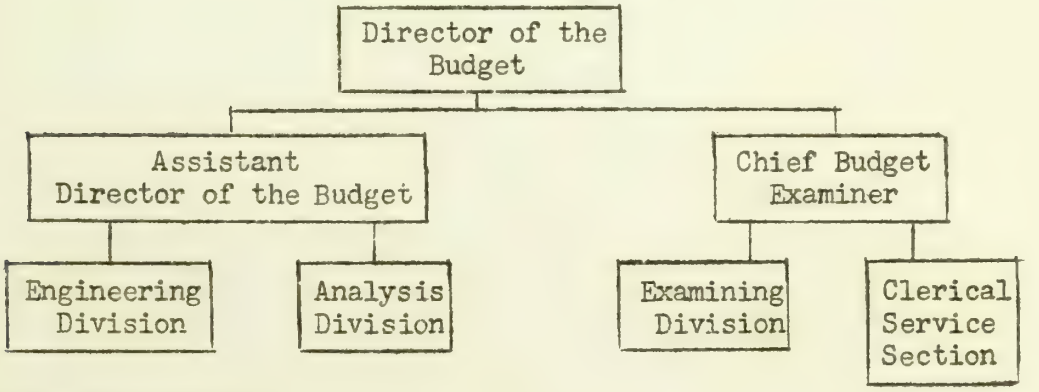
Salaries	$627,030
Supplies	70,000
Equipment	8,000
Contractual Services	9,400
	$714,430

Gross appropriations for New York City, 1949-50, exclusive of schools - $965,753,719. Thus, about 75 cents is appropriated to the Bureau of the Budget for every $1000 appropriated for the City.

Staff:

	Director of the Budget		$15,000
	Assistant Director of the Budget		12,000
25	Senior Budget Examiners and Budget Examiners	$4,020 -	7,400
15	Senior Accountants and Accountants	3,420 -	9,100
17	Engineers	4,250 -	8,850
11	Method Analysts and Junior Method Analysts	3,420 -	5,650
8	Miscellaneous Technical Positions	2,950 -	6,350
39	Clerks	1,860 -	7,500
11	Stenographers and Typists	1,980 -	4,000
3	Office Appliance and Telephone Operators	1,980 -	3,420
131			
	Senior Budget Examiner	$6,050 -	$7,400
	Budget Examiner	5,650 -	6,050
	Methods Analyst	4,020 -	5,650
	Junior Methods Analyst	3,420 -	4,020

ORGANIZATION CHART



Functions of each division -

Examining Division:

1. Reviews departmental requirements.
2. Studies possible economies.

3. Studies City's prospective income.
4. Administers budget after passage.
5. Gives staff advice to Mayor on legislation and on fiscal and administrative implications of departmental proposals and actions.

Analysis Division -

1. Makes studies looking toward improvement of organization and methods of City Departments.

Engineering Division -

1. Participates in preparation of capital budget (primary responsibility of City Planning Commission).
2. Administers capital budget by reports to Board of Estimate.

Clerical Service Section -

1. Provides general clerical services to all divisions.

Division of the Executive Department

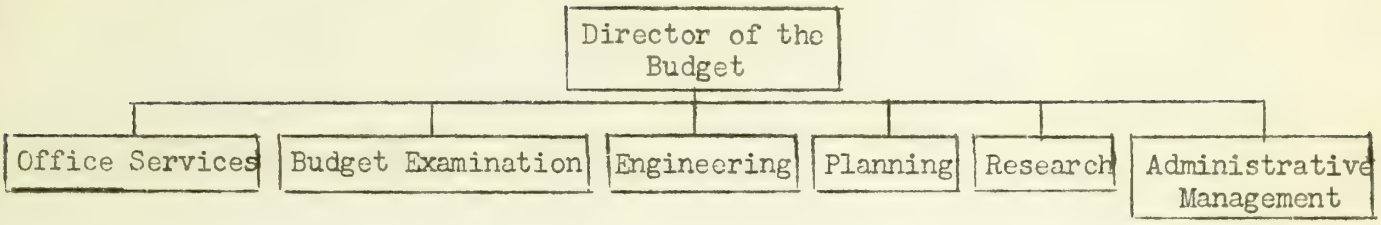
Appropriations for Division of the Budget, 1949-50:

Salaries	$415,567
Travel Expense	9,500
Office Supplies and Expense	6,000
Printing and Advertising	6,500
Communication	5,500
Food	3,000
Special Supplies and Expense	2,000
Repair	500
Rentals	2,225
Equipment Replacement	1,000
Undistributed Maintenance	75,000
	$526,792

Staff:

	Director of the Budget	$16,500
	Administrative Deputy	12,500
	Chief Budget Examiner	12,500
	Director of Research	12,500
2	Chief Budget Analyst	10,500
	Chief Examiner-Management	10,500
2	Principal Budget Analyst	$8,538 - 10,113
	Principal Budget Examiner	8,538 - 10,113
	Assistant Director of Research	7,488 - 9,063
5	Associate Budget Examiner	6,700 - 8,145
3	Associate Budget Analyst	6,700 - 8,145
	Associate Capital Budget Analyst	6,700 - 8,145
	Associate Research Analyst	6,700 - 8,145
4	Senior Budget Examiner	5,430 - 6,605
3	Senior Budget Analyst	5,430 - 6,605
3	Senior Capital Budget Analyst	5,430 - 6,605
5	Senior Research Analyst	5,430 - 6,605
	Farm Budget Analyst	5,430 - 6,605
2	Assistant Budget Examiner	4,440 - 5,430
3	Assistant Budget Analyst	4,440 - 5,430
2	Assistant Capital Budget Analyst	4,440 - 5,430
	Research Analyst	4,242 - 5,232
4	Junior Budget Examiner	3,451 - 4,176
4	Junior Budget Analyst	3,451 - 4,176
3	Research Interne	2,622 - 3,612
	Administrative Assistant	5,100
	Secretary to the Director	3,225
	Head Account Clerk	4,242 - 5,232
7	Clerk	1,840 - 2,530
	Surplus Property Agent	4,110 - 5,100
	Superintendent of Budget Printing	3,715 - 4,440
2	Principal Stenographer	2,898 - 3,588
	Principal Account Stenographer	2,898 - 3,588
4	Senior Stenographer	2,346 - 3,036
2	Stenographer	1,840 - 2,530
	Senior Typist	2,346 - 3,036
	Typist	1,840 - 2,530
	Principal File Clerk	2,898 - 3,588
	File Clerk	1,840 - 2,530
	Senior Telephone Operator	2,346 - 3,036
	Telephone Operator	1,840 - 2,530
2	Mail and Supply Helper	1,840 - 2,530
85		

ORGANIZATION CHART



Functions of each subdivision:

Office Services -

1. Prepares payroll.
2. Handles printing.
3. Maintains files.
4. Does buying.

Budget Examination -

1. Reviews departmental budget requests.
2. Prepares annual budget.
3. Analyzes legislation.

Engineering -

1. Examines construction budget requests of departments.
2. Prepares budget of Department of Public Works.
3. Analyzes legislation.

Planning -

1. Reviews blueprints and plans for proposed construction.
2. Assigns construction priority.
3. Prepares long-range capital improvement program.

Research -

1. Does fiscal research.
2. Maintains expenditure control records.

Administrative Management -

1. Surveys operations of departments.
2. Recommends new systems, procedures, methods and equipment.
3. Makes staffing surveys for examiners.